R E P O R T R E S U M E S

ED 012 874 AC 001 369

COLLEGE-COMMUNITY CONSULTATION.
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NORTHERN ILLINOIS UNIV., DE KALB

PUB DATE 67

EDRS PRICE MF-$0.25 HC-$1.92 48P.

DESCRIPTORS- *COMMUNITY RESOURCES, *COMMUNITY CONSULTANTS, *UNIVERSITIES, *COMMUNITY RESPONSIBILITY, *COLLEGE FACULTY, COLLEGE COOPERATION, SCHOOL COMMUNITY COOPERATION, CITIZENS COUNCILS, CITIZEN PARTICIPATION, COMMUNITY SURVEYS, PROGRAM EVALUATION, PUBLIC RELATIONS, COMMUNITY PROBLEMS, URBAN AREAS, TEACHERS, NORTHERN ILLINOIS UNIVERSITY,

THE MODERN UNIVERSITY RECOGNIZES THREE MAJOR RESPONSIBILITIES--TEACHING, RESEARCH, AND PUBLIC SERVICE. REPRESENTATIVES OF 14 COLLEGES AND UNIVERSITIES MET AT NORTHERN ILLINOIS UNIVERSITY TO DISCUSS THE ROLE THE COLLEGE CAN PLAY IN WORKING WITH THE COMMUNITY OF WHICH IT IS A PART. THIS PUBLICATION IS AN OUTGROWTH OF THAT CONFERENCE, ONE OF SEVEN CONDUCTED IN ILLINOIS UNDER A FEDERALLY-FINANCED PROGRAM DESIGNED TO TRAIN CONSULTANTS TO CITIZENS' GROUPS IN THE DEVELOPMENT OF COMMUNITY RESOURCES. THE EFFECTIVE USE OF COLLEGE AND UNIVERSITY FACULTY AS CONSULTANTS ON SUCH PROBLEMS AS INDUSTRIAL DEVELOPMENT, POPULATION EXPANSION, HOUSING, URBAN REDEVELOPMENT PLANNING, CURRICULUM DEVELOPMENT, AND SCHOOL FINANCE IS ILLUSTRATED BY CASE STUDIES. SOME OF THE METHODOLOGY FOR A SUCCESSFUL, INCLUDING THE TECHNICAL AND HUMAN RELATIONS ASPECTS AND THE PITFALLS OF INEFFECTIVE CONSULTATION, IS INCLUDED. GUIDELINES FOR THE ORGANIZATION AND OPERATION OF LOCAL CITIZEN ADVISORY COMMITTEES ARE GIVEN TO AID THOSE WHO WILL BE WORKING WITH CITIZENS' COMMITTEES IN IMPLEMENTING THE CONSULTANTS' RECOMMENDATIONS. (THIS DOCUMENT WAS PUBLISHED BY THE ENLIGHTENMENT PRESS, DEKALB, ILLINOIS 60115.) (AJ)

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
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College–Community Consultation

ROGER W. AXFORD, Editor

Foreword by W. Willard Wirtz

ED012874

DIVISION OF ADULT EDUCATION
COLLEGE OF CONTINUING EDUCATION
NORTHERN ILLINOIS UNIVERSITY

AC001 369

COLLEGE-COMMUNITY CONSULTATION

Roger W. Axford

Editor

Foreward by

W. Willard Wirtz

Northern Illinois University

College of Continuing Education

Division of Adult Education

1967

This book is dedicated to Dr. Fred Harvey Harrington, President of the University of Wisconsin, who played such an important part in the passage of the Higher Education Act of 1965, and in particular Title I on Community Service and Continuing Education Programs. It is also dedicated to the faculties of our colleges and universities who take knowledge to the people through extension and public service, as members of the National University Extension Association.

Library of Congress Catalog Card Number:

67-24279 College Community Consultation

Enlightenment Press

DeKalb, Illinois 60115

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FOREWARD

America can little afford the difficulties which have characterized many community-college relationships in the past. The force, clarity and imagination with which the academic world reaches out to the rest of society might well determine the future course which our society will take. At the same time, however, the community must make known its needs and aspirations to those who are in a position to help.

It is a sign of our times that a great university is a precondition for effective economic and social development. University resources are being called upon to aid in the solution of local, regional and national government and private problems as well as prepare people for a full life in our complex world. As we move further toward a highly integrated and interdependent social system, the community and the university must work together as one for their common good. In this age when greater public demands are being made on universities than at any time in history, new ways must be found to apply university talent to the pressing issues of our time.

The only way the issues of peace, poverty, ignorance, population, technology and urbanization can be solved is through a unified effort of all the people to do what is humanly correct. This requires mutual trust and respect, a great effort and a willingness to try new and different ways. Abraham Lincoln once said: "Towering genius disdains a beaten path. It seeks regions hitherto unexplored." Today, everyone must seek the unexplored if mankind is to achieve its ultimate goals. More so than ever before, life, liberty and the pursuit of happiness are achievable, but it will require a unified effort of all the people.

It is essential that, in cooperation with the larger community, the universities constantly redefine their mission. In order to do this, conferences such as that held at Northern Illinois University on "Effective College-Community Consultation" and this collection of the papers presented at that conference are an absolute necessity. We live in an age of publicness. We live in an age in which the scholar's discovery must be communicated to the general public. It is gratifying to see the universities concerned that they take the initiative in moving out to meet their larger public. A university must consider the world to be its student body. Knowledge can no longer be the exclusive domain of the few. If our democracy is to live and grow, those lacking education must be educated and those who have been formally educated must keep that education up to date. This is the great educational challenge before us. The universities and colleges of America, the general public, and the government must form a partnership in the enterprise of human development.

The task must be met with imagination. New modes of communication must be discovered, new methods of organization developed and new combinations of talent must be molded. Social and technical development must proceed under man's control. This requires a common effort of all the people, for it is only through discussion and the complete airing of issues such as is found in this volume that this cooperation can be achieved.

Leonard A. Lecht has stated in: Goals, Priorities and Dollars: The Next Decade, that:

> "Our goals in education are to foster individual fulfillment, to strengthen our free institutions, and to develop educated and trained manpower for changing labor force requirements."

These goals make college-community consultation not only desirable and good, but an absolute necessity for the continuation of a free society.

W. Willard Wirtz, Secretary
U. S. Department of Labor

PREFACE

When the modern day university comes to full bloom, it recognizes three major responsibilities: teaching, research, and public service. Too many colleges and universities have taken seriously the first two functions, teaching and research, but have not been committed to the important function of extending knowledge through public service.

This publication is the outgrowth of a conference held by Northern Illinois University involving representatives from fourteen colleges and universities. The burgeoning junior colleges were well-represented and even members of newly-elected junior college boards. A few private colleges were represented and were active in the discussion of the role the college can play in working with the community of which it is a part.

The contributors to this volume recognize that the university must be involved in helping to solve community problems. The expertise of the university and college community can make a major impact on such problems as industrial development, population expansion, housing, urban redevelopment planning, curriculum development, school finance, to name only a few.

Dr. James Banovetz in his chapter on "College-Community Participation in Solving Urban Problems" sagely observes that the community leaders can not be fully blamed for the lack of understanding between the community and the colleges and universities. Failure can often be laid at the feet of the academics, for the university must involve itself in community problems. Too often the academic profession has contributed to town-gown misunderstandings. Both the institution and the professor must have a stronger commitment to the solving of community problems and this volume aims to show the way.

The conference was one of seven conducted in Illinois under a federally financed program, designed to train consultants to citizens groups in the development of community resources. Special acknowledgement is extended to Dr. Merle Sumption, University of Illinois, project director, and to Dr. Winston Roesch, Northern Illinois University, associate director, for their support and encouragement.

It is hoped that this volume may be used as a guide for discussion of ways in which faculty of colleges and universities may more effectively involve themselves with community groups. Dr. Dale McDowell discusses "When Is Faculty Consultation Effective?" and speaks as a practitioner. He describes ways in which the talent of our colleges and universities can be effectively tied in with community problems and their solutions. Harnessing the intelligence of the educators is the theme Mr. McDowell emphasizes as he proposes a formula for effective consultation which

should be well-planned, well-manned, well-handled, and well-rewarded.

Robert Darnes relates experiences concerning the effective use of consultants. Using the specific case study of Olney, Illinois, Dr. Darnes tells how, as Dean of the Olney Community College, he utilized the expertise of the University of Illinois and the well-organized citizens committee of the Olney community. Members of boards of education can take counsel from the experience of the model described in this case study.

"Some Guidelines for the Consultant" by Dr. Glenn D. Williams describes some of the methodology for a successful consultant including the technical and the human relations aspects. He capsulizes the three-fold task of the consultant: a) To help people solve problems where solution is possible b) to help people resolve predicaments where no solution is possible c) to help people absolve themselves from a sense of failure because no absolute solution is reached. The pitfalls of ineffective consultation are dealt with in a section on human relations.

A member of a Citizens Consulting Committee is heard from in the scintillating observations of Kenneth E. Merwin, Associate Director of Development at Millikin University, Decatur, Illinois, and Chairman of the Decatur Citizens Committee. After recognizing that being a member of the Citizens Committee is often frustrating, exasperating, and time-consuming, he admits that the experience is one of the most "important activities in which a citizen interested in his schools can engage." The wise use of a consultant came a year late in the Decatur, Illinois story, but both university people and communities with alert boards of education can benefit from the six lessons outlined by Mr. Merwin. A primary point is early involvement of the consultant.

Dr. Ralph A. Belnap, Professor of Education, Northern Illinois University has worked with many community groups on junior college surveys, community surveys, and school finance surveys. Taking a case study, Dr. Belnap points up the effectiveness of faculty-citizen participation in a school survey. His concern is the business of planning and providing for the education of the community's primary resource -- the children. Out of his experience, Dr. Belnap explains how a faculty can work effectively with citizens committees.

The "Guidelines for the Organization and Operation of Local Citizen Advisory Committees" compiled by Dr. Merle R. Sumption is included for the use of those who will be working with citizens committees in implementing the consultants efforts. Many people are at a loss as to how to go about considering ways public policy is made by citizens. Techniques for planning the committee are spelled out including selecting, organizing, operating and reporting.

It is the hope of the committee on Training of Consultants, Community Resources Project, that this publication will

provide guidelines for faculty, community leaders, new board members, and planning groups for more effectively relating one of our richest resources, the universities and colleges, to our communities.

Dr. Roger W. Axford
Director of Adult Education and
Associate Professor of Education
Northern Illinois University

COLLEGE-COMMUNITY PARTICIPATION IN SOLVING URBAN PROBLEMS

Dr. James Banovetz
Director, Center for Research in Urban Government
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Certainly one of the most encouraging developments of recent years has been the rise in stature of the egghead - the college and university professor who traditionally has sought a hermitage in an ivory tower and then cursed the world for his lowly economic standing. Like so many of the cherished and not-so-cherished traditions of the "good old days", this caricature of the academician is rapidly receding - in part because today's technological world demands the egghead's unique contributions to society as never before, and also in part because today's professor is trading his ivory tower and penchant for philosophical speculation for a concrete building, asphalt pavements, a laboratory, and a new zest for tackling the problems of society.

This change is, of course, most noticeable in the scientific and technical fields where society has developed an insatiable appetite for technological innovation. It is also noticeable in the business world where profits create a demand for more profits and the value of academic insights into problems of management, marketing, and product development has been clearly translated into monetary terms. It is noticeable in the social sciences, too, but to date social scientists have still not learned how to correlate their concerns and insights with the problems of society in anything approaching a maximally meaningful way.

This shortcoming is most apparent in the nation's urban areas: it is here that social problems are most manifest; it is also here that the failure to find solutions is most obvious. In part, of course, this failure can be attributed to society's unwillingness to underwrite the cost of solving its problems; it is much more concerned with sending an astronaut to the moon than a juvenile delinquent on the path to a constructive adulthood. In even larger part, however, this failure is the direct product of a lack of rapport between the nation's eggheads and those who are charged with directing society's destiny. We will examine the problem from the perspective of society's most important unit--the community.

Certainly, anyone who follows the trend of current events, who is aware of the social turmoil emanating from the human rights struggle, crime, social delinquency, and the increasing impact of technological change, is painfully aware of the problems of contemporary urban society. It is certainly obvious that today's communities, most of which are totally urban in nature, are finding it increasingly difficult to cope with the problems of a changing world and a changing culture. Unfortunately, the

problems of today will be magnified in the world of tommorrow. Today, for instance, 75% of the U. S. population, or approximately 150 million people, live in just 1% of the nation's land area. Yet the nation's culture has just begun to reel from the impact of high density living. By the year 2000, demographers predict that this same 1% of the land area will be inhabited by almost 300 million people. In other words, a doubling of the population can be expected within existing cities during the next half century--or during the lifetime of most of the people now living in those areas.

Yet the nation's culture is still based on a rural or country way of life and governed by an essentially rural value system. The small town, the family farm, the single family dwelling, these are the cherished hallmarks of American life. In the face of increasing population densities, however, these hallmarks are obviously obsolete and outdated. In fact, many observers today view suburbia as a desperate attempt to cling to the past, an attempt that ultimately may very well fail. It is probable that today's young people will represent the last generation of Americans in which a majority of people will live in single family dwellings.

Cities thus are caught up in the forces of change--forces that strew a multitude of problems in their wake. No enumeration of the problems is really necessary. Many of them are technological in nature, such as filthy air and water. Others are strictly sociological, such as the rising rates of crime and delinquency, the cankers of racial, religious, and ethnic prejudice, the inadequacy of educational methods and levels of achievement, and the too frequently absent opportunities for the recognition, assertion, and development of individuality. Many urban problems are both technological and sociological: problems of neighborhood deterioration and traffic congestion require not only technological solutions but human willingness to accept those solutions and their consequences.

As if today's problems were not bad enough, the changes constantly occurring will generate new, equally serious problems unless society, anticipating them, makes advance preparations to ameliorate their impact. For example, technological advancement is constantly making old skills obsolete and requiring new skills of the working man. Economists now claim that the average worker will need to be retrained three times during his productive life if he is to be kept gainfully employed. This undoubtedly poses new, complicated problems for the communities in which people live and work.

Further, those same technological changes are constantly reducing the length of the average work week. If economists are accurate, the time is not far off when the standard work week will consist of a mere 20 or 25 hours. The resulting increase in available leisure time will pose a whole new complex of problems as people look to community programs for avocational and recreational pursuits.

The solution of community technological problems certainly poses no insurmountable difficulties: a nation that can go to the moon can purify its water and solve its traffic jams. The sociological problems, however, are an entirely different matter. The nation's communities are not now capable of solving their sociological problems, given the present state of development in the social sciences and the present emphasis being placed on social science research.

It is only in the nation's colleges and universities that sufficient expertise is available to find solutions to the human problems of urban life and the new, increasingly urbanized culture. Further, only the nation's governments, and especially its urban governments, can coordinate the skills and resources needed to solve these problems. Thus, it is absolutely critical that a functional, working relationship exist between college and community in the search for solutions to urban problems.

Unfortunately, however, the present relationship between college and community leaves much to be desired. Although the advice of the academician is eagerly sought in biological and technological fields, and although the business world makes increasing use of the university researcher-consultant, the skills and insights of the social scientist are universally paid little heed by society in general and government in particular. To be sure, the federal government is using academicians increasingly, both as full-time employees and as consultants, but neither state nor local governments have yet shown much inclination to follow suit. Thus, effective melding of college and community forces in the task of urban problem-solving has not yet taken place.

There are a number of impediments to greater coordination of college and community resources, and all of them stem basically from a lack of rapport between the parties involved. Part of the problem, of course, is the traditional "town-gown" split in which community residents tend to view academicians with hostility and suspicion, and are in turn viewed with a curious blend of aloofness, humor, and disdain.

The town-gown split is not, however, the real cause of the problem; that distinction is reserved for the monumental lack of understanding which characterizes college-community relations. Both sides are at fault. Too many typical community leaders fail to recognize, for example, that academicians have unique, professional insights and talents which they can contribute to urban problem-solving. Professors are too often viewed as persons whose expertise is strictly limited to the problems of ancient Greece and Rome.

Further, even when the academician's skills are recognized, he is often viewed by community leaders in a very curious way: he is regarded as some sort of a "free public commodity" available for use without charge at the community's pleasure. Academicians

are professionals like lawyers, doctors, and businessmen; the commodity they sell is their knowledge. It is naive and unreasonable to expect them to distribute their only saleable commodity without receiving a fair price in return, especially since college administrations generally give no recognition to community action work by their faculty members.

In short, academicians will participate in urban problem-solving only when one of two conditions exists: either when the academician volunteers his time and efforts as a public service or when he is professionally compensated, either financially or through the availability of genuine research opportunities, for his efforts. Communities, then, must be made to understand: (1) the value of the contribution academicians can make in solving community problems, (2) that academic services, unless donated, will probably be directly proportional in value to the amount that is paid for them, and (3) that, like other professional people, academicians have discouragingly little time to donate, regardless of how public spirited they are.

Full blame for the lack of understanding between college and community cannot, however, be laid at the feet of community leaders. Academics contribute to this unfortunate situation in two ways: first, by their frequent failure to involve themselves in community activities, and second, because the academic profession has not projected a proper image of itself to the community at large. The latter failure is a simple public relations inadequacy: the former deficiency is a product of the academician's professional committment to his discipline and his resulting lack of attachment either to the institution employing him or to the community in which he lives. Neither of these problems lend themselves to easy or ready solutions, yet both act to inhibit college-community cooperation in urban problem-solving endeavors.

To this point, then, the situation seems fairly clear: the nation's rapid rate of urbanization poses increasingly critical and complex technological and sociological problems for society, problems whose effective solution, for the most part, awaits a blending of academic knowledge, insights, and investigative and analytical skills with practical experience, insights, and operational knowledge of the community leaders who must wrestle daily with urban problems. Yet, such cooperation is impaired, in part by traditional town-gown frictions, but mostly by an unfortunate lack of understanding and communication between academicians and community leaders.

Unfortunately, remedies are much more difficult to define than the problem itself. Fortunately, however, the problem is not insoluable and, in fact, considerable progress has been made in recent years in integratirg academic expertise and the community problem-solving process. This has come about partly through expanded federal grant programs which have underwritten academic research in urban affairs, partly through increased academic interest in the problems of urban living, partly through

increased awareness by academicians of their social responsibilities, and very largely as a by-product of the increasing professionalization of urban government. The use of professionals in urban administration has added a new dimension of competence to the urban problem-solving scene and with it a greater appreciation of the role which academicians can play. The progress being made in the field gives both encouragement and incentive for further accomplishment of the same kind.

The immediate task, then, is to find ways of fulfilling this incentive, to minimize the impediments and speed up the accommodation of town and gown in a mutual effort at urban problem-solving. Following are six suggested steps that might foster the realization of this goal.

First, each individual college or university must make an objective assessment of the particular kinds of expertise it is in a position to provide. Although campus participation will be limited partly by budgetary constraints and other academic obligations, in even larger measure it will be limited by the skills of its faculty. Not every political scientist, for example, has the expertise required to advise local governments nor does every political scientist who specializes in urban affairs have the expertise required to serve as a professional consultant on every kind of urban problem. Similar restraints exist for faculty from other disciplines as well.

An initial step for each college, then, is to survey its own faculty, finding out what kinds of expertise it is capable of providing. This survey should encompass both substantive and methodological skills. It is important not only to know the areas of subject matter specialization possessed by a college's faculty, but also to know what kinds of methodological skills these men possess: it is necessary to ask, for example, which ones are skilled or experienced in survey research, questionnaire design, oral interviewing, quantitative data handling and analysis, research design, and similar skills. Faculty teaching capabilities should also be assessed to determine which professors might be able to provide training programs for community leaders and government employees. Certainly, too, faculty skills in leadership and group dynamics should be surveyed to identify potential faculty leaders and participants for various kinds of community action programs. In short, each college faculty possesses different bundles of interests and skills. Maximum utilization of faculty, and hence campus resources, can be assured only when there is complete and accurate information regarding the availability of such interests and skills.

Once such an assessment has been made, a second logical step would be to encourage college participation in those areas where meaningful contributions can immediately be made. For example, most college campuses could profitably cooperate much more intensively with surrounding communities in such activities as employee training, assistance in the design and execution of

routine research projects, aid in examining applicants for governmental positions, and advice in the design and development of community programs, especially the newer programs in the human development fields. Participation in mundane or routine ways may not immediately involve campus people in top level urban problem-solving work, but it will pave the way to such involvement through improved college-community communication, rapport, and understanding. In short, campus involvement in routine activities will go a long way toward the removal of those impediments now minimizing college-community cooperation.

At times, this form of campus participation should be formal: there is no reason why colleges could not incorporate courses into their curriculums which have in-service training value for urban government employees. At other times, such participation might be strictly informal; individual faculty members might be encouraged to become involved, either voluntarily or on a paid consulting basis, in activities such as those listed above.

Third, colleges and universities should forcefully encourage their faculty and staff members to identify themselves with the communities in which they live and to participate in the public life of those communities. Vastly increased faculty involvement in community affairs, whether it be in cultural, social, recreational, or governmental activities, not only pays rich dividends in improved college-community understanding and rapport, but it also causes faculty members to sink deeper roots into their communities, thereby benefiting both campus and community in a number of ways.

The fourth step is extremely essential. Formal college recognition should be given for faculty involvement in community service activities. Such recognition might take several forms as, for example, periodic released time from other obligations. Certainly when such involvement is directly related to a professor's academic work, it should be ranked with research and publishing when decisions are made regarding salary increments and promotions. Without doubt, community affairs involvement that is related to a professor's academic specialties can be useful in upgrading faculty skills and teaching capabilities as other forms of research and writing, even if such an involvement does not lead to any actual publication. Faculty members offering courses in the fields of social problems and urban affairs can certainly gain as much insight into those matters through actual, personal involvement in community affairs as they can through various other forms of academically detached research work.

To provide formal recognition for such activities would not necessarily require major modifications in existing academic policies or procedures of colleges and universities, but it would require some major changes in existing attitudes. Academic institutions frequently recognize outstanding achievement in business or government, either on a consulting level or as a full time participant when filling academic positions and assigning

rank and pay to those positions. There is no major reason why voluntary or consulting work with community organizations could not receive similar treatment.

Perhaps the most important single inducement to greater college-community coordination is greatly expanded and intensified contact between the professionals on campus and the professionals and lay leaders in community affairs. To a considerable extent, the formal modes of faculty contact with community problems outlined above will serve to promote this goal. Such interaction is so crucial to this cause, however, that it deserves further and continued emphasis by other means as well. Periodic, informal luncheon and dinner meetings between college professors and their community counterpart serve so admirably toward this end that faculty members should be given inducements and financial support for such activities.

Equally important, colleges and universities might profitably promote contact between their faculty and community leaders by taking the lead in establishing liaison committees composed of representatives from both town and gown. Besides keeping faculty in constant, close contact and communication with community leaders, such committees would also give the college or university a significant new method of involvement in urban problem solving, tend to draw faculty into the arena of community affairs, and serve as an excellent media for bringing academic knowledge and insight to bear on problems of urban development and administration.

Finally, colleges and universities need to upgrade and improve their public relations efforts so that they present to the communities around them, and in fact to the world in general, a more accurate picture of today's academician: who he is, what he does, and what he can and does contribute to society.

Certainly the above six steps do not constitute an exhaustive list of the kinds of efforts colleges and universities might undertake to increase meaningful contacts between the campus and the community and to involve academicians in a more meaningful and intensive manner in the process of urban development and problem-solving. It does, however, represent an initial blueprint which colleges and universities might profitably use to further these general goals.

As the nation's leading government and political officials are so increasingly fond of pointing out, the nation has only one problem: the urban problem. All of the current domestic difficulties confronting this country, including civil rights, the poverty war, education, and public health, are all distinctly "urban" problems and will continue to be so, especially since the strong urbanizing trends which have dominated demographic movements during the past century show absolutely no sign of abating. Further, all the problems now forseen for the future also promise to be distinctly "urban" problems. In such an environment, one

wonders how college and university faculties have so long avoided a crucial involvement in urban affairs, an involvement which they cannot long continue to evade if they are to fulfill their responsibilities to their environment, to their culture, and to themselves.

SOME GUIDELINES FOR THE CONSULTANT

Dr. Glenn D. Williams

Dean, Student Academic Services
Eastern Illinois University

Just as it is difficult for any master at his trade to convey his technique by word or demonstration, so is it difficult for the accomplished consultant to impart with finiteness the methodology which will guarantee success to others. There have been volumes written on both the technicum aspect of consultancy and the human relations aspect, but in the final analysis success at the task reduces itself to a magic moment when the choice of action is made along with implementation of that choice through a subtle blending of human interaction. Indeed, it may be that the consultant's greatest contribution is one of aiding people to improve their knowledge and skills in human relations. In short, his task may be three fold:

1. To help people solve problems where solution is possible.

2. To help people resolve predicaments where no solution is possible.

3. To help people absolve themselves from a sense of failure because absolute solutions are not reached. In other words, to create an atmosphere which will permit the realization that on-goingness is an inherent part of any alive organization and absolute and final solutions are not always possible or even desirable.

In the spirit of general suggestions, several points follow which may help in providing the consultant with a maximal opportunity for success. That success rests in the final instance, however, on the personal background and abilities of the consultant. No set of rules or list of guides can impart to any consultant the human relations ingredient, and the deft sense of when and how to act which are so vital to successful completion of the task.

Suggestions for Consultants

1. Make sure that the district is ready for a consultant -- that they have analyzed a problem or that they have resource materials at hand which will aid in analyzing a problem.

   a. An administrator should have reviewed the development of his program and moved on to a consideration of the objectives and purposes of the program before a consultant is selected.

2. The dimensions of the problem determine the consultant. Be sure that your background and talents lend themselves to implementation in solving the problem at hand.

   a. Do not hesitate to call on colleagues in resolving phases of a problem. But in order to make their contribution an effective one, you must have a background of sufficient scope to permit proper decision as to the time and sequence for optimal use of their talents.

3. Insist on an opportunity to be on the scene well in advance of the time when initial observations and far-reaching decisions are being pressed for.

   a. As a rule a consultant should be engaged several weeks prior to the time when critical need for his services will occur. Indeed, he may save the engaging center valuable time and resources if he is aware of the basic human relations and administrative atmosphere in the district, or area, well in advance.

4. Prior to your first visit you should be supplied with specific information about the school and the plan or problem on which you are expected to work. A description of what has been done so far and the type of service you are expected to render is also helpful. Unless basic information is supplied, the consultant may find that he is spending considerable time in gathering the background from which to move forward.

5. A consultant should be sensitive to the exact nature of the role a school district expects him to play. Do those engaging you want you to:

   a. Analyze the problem and tell them what to do?

   b. Sit down with the staff and assist them in analyzing their plans and problems in such a manner that the staff can make its own decisions?

   c. Supply evidence which will permit the staff to move forward toward its own decision pretty much on its own?

   d. Supply several possible solutions and let the staff settle on one after some discussion, with the consultant as a guide?

   Some of the differences are rather hair-line, but they do exist and they are in the expectations of those who engage consultants.

6. Ask those engaging you as a consultant to review the kinds of structural relationship or activities which they envision

as a part of your services, such as:

a. Large group meetings.

b. Individual conferences.

c. Statistical surveys.

d. Small work groups.

The nature of the task may dictate which activities will be prominent. However, knowing the concerns of the engaging agency may prove beneficial in determining which interaction tools to best employ.

7. Be sure to plan the time of your visits as a consultant well in advance. Brief "run in, run out" contacts seldom benefit anyone, not even the consultant. Arrange large blocks of time when work with an entire staff is in the offing. Avoid days which are normally considered holidays (including Saturdays and Sundays) and where possible avoid late afternoon and evening hours just before dinner.

   Set realistic goals for a single meeting. Set a reasonable ending time in light of these goals, and <u>stick with it</u>.

8. It is not a bad idea to have those receiving your service rate you both as to the quality and quantity of your efforts. Be sure to provide some opportunity for evaluation of your technical contribution (ability to communicate, ability to organize, etc.).

   This rating can be done through a questionnaire or in face to face confrontation. Having committee chairmen collect commentaries on your efforts as work progresses often proves beneficial as a supplement to any battery of questions you might levy. This evaluation procedure does two things:

   a. It helps you to discover your weaknesses and thus improve as a consultant.

   b. It helps those receiving your services to critically evaluate the benefits of a consultant and make better use of such services in the future.

9. End your consultative relationship by helping those you are working with to plan next steps -- steps that will be taken after the consultant has gone. Help them to analyze what your work with them indicates should be done next. In short, help them to raise their sights above the "one problem at a time" approach.

10. Be sure when you determine the purview of a problem that its nature permits a reasonable opportunity for solution and that

the human relations aspect affords the opportunity for latitude of technique to achieving that solution.

Single visitations at which speeches are made do not classify as consultative activities and seldom motivate those listening to overcome difficulties.

Consultations are often classified as ineffective in the area of human relations because the human element involved in the problem at hand is of such disposition that a workable solution is not possible. Prejudice, hostility, personality conflicts, and other friction of various kinds in schools or communities are paramount reasons for consultancy ineffectiveness.

In the final analysis, experience and the ability to see alternatives, particularly in those situations which are basically axiological, weld the guidelines into a practical and trustworthy tool.

WHEN IS FACULTY CONSULTATION EFFECTIVE?

Dr. Dale McDowell

Associate Professor of Education
Northern Illinois University

The other day I heard a sermon that had an idea I would like to relate to the topic. The impact was in the parable, not the preaching. A veteran pastor told of going back to his home country along the Pecatonica River in the area of Freeport and Ridott. He described the old mill site where once there had been a grist mill. The grist mill was replaced years ago by a rural electrification hydro-electric dam. But the power dam gave way to obsolescence and the only thing that remains is the power of the river.

It seems to me that the use made of faculty consultants is just the reverse of the above parable. The power of intelligence among educators has always been there but communities have not always been certain of how to harness it and also have been doubtful of how to use it after it's been harnessed. We seem to be on the point of emerging from a 'dark age.' As we look back on the development of the country, it is not too difficult to understand why there has been more darkness than light. Schools were expected to do two things - provide basic learning (the three R's) for all citizens, and special 'book learning' for those headed for professions of law and medicine. The local school had as its source of intelligence a schoolmarm who could cope with the three R's. Professors, occasionally self-styled, conducted preparatory schools for the college-bound which contained four categories of would-be scholars: the already rich who needed education to handle their inheritance; the clergy; the lawyers; and doctors. In our early history many teachers were the dropouts from these four categories; heirs who lost their fortunes; would-be clergy who lost the call; and would-be doctors and lawyers who were not able to qualify for their professions. Colleges were detached from the social and economic part of community life.

Time and the effective work of lay citizens and educators have changed all this. Now there are schools for everyone and the schools are to have something constructive for everyone. This means that the schools have the power and the public recognizes this power. One of the challenges of today is to harness that power so that a quality education can be made available to all our citizens. Effective faculty consultation can be one of these ways.

A current radio commercial goes something like this, "Quality; difficult to define but easy to appreciate." I would change that for my purposes in this discussion to something like, "Effective community consultation; easy to define, difficult to achieve."

My formula for evaluation of the effectiveness of community consultation by university and college professors is stark in its simplicity. To be effective and consultation should be: (1) well planned, (2) well manned, (3) well handled and (4) well rewarded. If this seems an oversimplification to you, let me remind you that nuclear physicists tell us that the atomic age began with Einstein's formula: $E = MC^2$. I have no formula, no equation of any kind, but I will attempt to spell out some of the details of an approach for assessing the efficacy of faculty consultation.

This complex matter of consultation is something like dropping a stone in a pond. The ripples spread out and out, but the object or force which started the ripples disappears from sight.

The planning usually begins with a citizen or small number of citizens who realize a need exists and, anticipating a way to meet the need, seek the help of a consultant, first a district or county superintendent and then very soon a member of a college or university faculty. If the college or university is properly staffed and organized, you have 'instant consultation' at your service; just add problem locale and local citizens. If it isn't so organized, the consultation begins with a great possibility of failure.

I shall not discourse at length on the caliber and capabilities of the citizens involved. They should have many qualities of human relations in common with the faculty consultants, but their most important contributions are in the area of knowledge of the community and their potential for leadership in the community.

To return to faculty consultation. If the college is organized to provide educational consultation, there will exist a group of experienced resource people to handle two concepts of the project: (1) the reality of the present and (2) the vision of the future. The first concept calls for knowledge of the actual legal limitations and requirements, the sociological predictions of population and financial potential, the educational efforts to match curriculum and the socio-economic aspirations of the community, the practical appraisals of physical needs in terms of space and facilities, and the communication concerns of informing the people of the problem and proposed solution through all the media available to the community. The second, a more unstructured concept, calls for experience in working with other communities who have similar problems, and a commitment not only to the present day task of the schools but also to the ideals of the schools of the future. Measuring the effectiveness of consultation in this conceptual framework will range from the easy one of counting desks to see if they equal the actual number of students as reported, to the more difficult one of determining how far the total accomplishment in the schools missed the mark of the educational goals. And if you were to counter that the first criterion isn't easy, I could only agree and point out that the second instead of being difficult is almost impossible.

Quickly then, the evaluation design should include an analysis of the problem, development of hypothetical answers, and the foundation for implementation including method and means for determining the relationships of accomplishments to the answers. It is not possible to implement without personnel, thus we come to the question of staffing. The people selected will bring a wide range of ability and talent but basically they can be viewed as: instigators, activators, and creators.

In the actual operations, of course, people do not stay in the neat little pigeonholes of a taxonomy, nor should they. But for the moment it serves as a convenient way of grouping. The instigators will include those who are sensitive to social needs, who are willing to pioneer (an old term meaning to experiment) on social frontiers, and who have a reputation for achievement. The activators will be those who use their skill and knowledge to "flesh out" or give substance to the project outline created by the instigators. Experts in operational phases of educational activities such as finance, curriculum and guidance, will give form to the concepts embodied in the new community educational effort. Educators experienced in the problems of land acquisition and building, and who are familiar with the work of realtors, architects, and engineers will contribute to the site and building aspect. Specialists will also lend their talents to the creation of the written report and the public promulgation of it. The creators erect the structure of the study on a foundation of research, with walls reaching toward the ideals of the instigators and providing flexibility to allow for growth that even their dreams cannot predict. . . and there you have them: instigators, activators, and creators, the behavioral characteristics of one person, perhaps more likely definitions of the kind of specialists which community consultation work requires. There should be little difficulty these days finding the first of the trinity on any campus but the last two are always in short supply.

Even with a proper plan, and the proper men, the test of effectiveness comes with operations. Organized operation calls for a clear understanding of the project goals by all participants, and also, an equally clear understanding by them of the objectives of each of the sub-organizations or committees. I almost feel as though I am giving recipes for a cook book when I call for such basic ingredients. Yet the tasks of the sub-group cannot be greater than the collective talent and ability of the members, there should be no overlap between sub-groups; and finally there should be no gaps between sub-groups. Besides organization, the operation must feature a timetable that puts first things first... The usual procedure is to determine the completion date and work toward the specific deadline. In addition to the chronology, scheduling calls for a proper allocation of task, time and synchronization of facilitating resources so that at the time things are needed they will be at hand. Sound organization and suitable scheduling will do much to insure effectiveness, but there is more to that quality than organization and timing. Leadership and teamwork are additional essentials, but in the end, the effectiveness of the work will be found in the report and finally, in its acceptance by the community.

Honesty in facing facts, especially the distasteful ones, will do much to avoid rough spots when it comes time to present the report to the public. Honesty must be based on a clearly discernible integrity of purpose. Every participant should be free of the threat of being accused of having had an axe to grind. Clarity and cohesiveness are additional desirable attributes. . . and still there must be an element of flexibility. The real test of effectiveness will come in the way the plan is accepted by the public and the extent to which it can be fulfilled, once adopted. Let me return for a moment to the metaphor of the pebble in the pond...the size and strength of the ripples depends in part on the size of the rock and in part on the size of the pond, but there is also the matter of how it's thrown into the water. I think the parallel illustrates the point. The effectiveness of faculty-community consultation should be a demonstration of a power controlled by a research design which is deeply rooted in the democratic processes of community decision making.

THE EFFECTIVE CITIZENS COMMITTEE:

A CASE STUDY

Dr. G. Robert Darnes

Associate Executive Secretary
Illinois Junior College Board

My observation tells me that at Olney, Illinois, exists one of the finest examples of school participation by a citizens committee to be found anywhere. Effective participation occurred while always maintaining the proper relationship with the school administration and the board of education.

A broad foundation should be established concerning the responsibility and administration of an educational institution. "It must be recognized and accepted that in the final analysis significant policy matters must be processed through the formal structure of school district government," writes Luvern L. Cunningham, University of Minnesota, in The Politics of Education. As Eliot said in the American Political Review "....schools are objects of local control, the people of a local school district exercise that control through an elected school board, and the board elects a superintendent to act as the chief executive of the district."

The characteristics of a member of a board of education, what prompts this person to seek election, and the special interests involved, together represent a topic within itself. So, as we approach the role of a citizens committee, let us not fail to make the distinction of power and authority granted to elected officials as compared to the role of citizens in a consultative capacity. Never at Olney did I see any conflict between the efforts of the citizens committee and the responsibilities of the board of education. All understood and accepted this basic philosophy.

If you have not read the booklet "Citizens Participation in Local Policy Making for Public Education" by Dr. Herbert M. Hamlin, or the pamphlet "Purposes and Program of the Illinois Citizens Education Council," I would recommend that you do so. These pamphlets would be available from 105 Gregory Hall, University of Illinois, Urbana.

This report is intended primarily as a case study. When I came to Olney, Illinois, February 1, 1963, in the position of Executive Dean to establish the Olney Community College which opened its doors for students in September of 1963, excitement was in the air. My wife and I were enthusiastically received in spite of the 14 below zero temperature on the day of our arrival. Cooperation from citizens, individuals, school authorities, and business firms was evident at every turn. However, it was only a matter of days until I was introduced to an ingredient of this

community spirit and enterprise which I had not anticipated and for which, in the beginning, I held a reserved reaction. I am referring to the citizens committee.

In applying for and accepting this position, I was well impressed with the coordinating committee at Eastern Illinois University, professional school people of the Olney public schools and the members of the board of education. Business and personal courtesies were extended to us by all facets of the community. When, after my arrival, Mr. Leslie E. Purdy, school superintendent, invited me to attend my first meeting of the citizens committee, my first reaction was "will we have a college PTA?"

After attending the first meeting of this committee, I began to ask Mr. Purdy questions concerning the philosophy of the committee, the role of the committee, the interplay between the committee and the members of the board of education. My first impressions seemed to tell me that here was a new departure in school administration. I still wasn't sure whether Mr. Purdy's remarks were primarily factual or to a large degree unrestrained enthusiasm in public relations, but my suspicions were soon laid to rest.

One of the first discussions Mr. Purdy and I had concerning the citizens committee had to do with the philosophies of Dr. Hamlin, as expressed in the policies of the Illinois Citizens Education Council. I immediately took it upon myself to become better acquainted with the work of that organization and the objectives that they used in developing local citizens committees. Mr. Purdy told me that when he came to Olney in 1956, one of his first acts was to discuss with the board of education the establishment of a citizens committee which would adhere to the guidelines as recommended by the Illinois Citizens Education Council.

I would like to explain what has taken place in this community during the tenure of the citizens committee, for, in my opinion, the success of the committee is indirectly due to involvement of members of the community in formal discussions concerning the problems of education.

During my short tenure at Olney, I would describe the school community as one of the most progressive within their available resources of any school with which I had been associated. Certainly there are communities with more resources which can do more unusual things, but this school district constantly operates at what I term a "maximum plus capacity."

To amplify the role of the citizens committee, I should also make an observation of the community. It was my assessment that this community businesswise would be listed as conservative. The community had had only a very, very small amount of post-war home construction, little, if any, sewer, streets, building zoning, utility expansion, and other civic developments as compared to other communities where I have lived. This city of over 8,000 population had not advanced to a city manager type of government,

a type of government I had come to accept in cities of similar size for the last fifteen years. For example, I was most surprised to note that the city's business management still included manual sweeping of the streets in lieu of a mechanical street sweeper.

I make this comparison because in my opinion, it is important to an understanding of citizens committees because the school community and the business and labor community are made up of identical people. One must assume that other factors exist which makes one segment of a community advance at a maximum rate while another segment tends to advance at a much slower pace.

I was informed that in 1957 this unit district was operating with over 30 percent of its budget on tax anticipated warrants, an amount of about $350,000 per year. In addition to having to live with the 30 percent of the 1956 school budget on tax anticipated warrants, this unit district embarked on a plan not only to achieve current financing but also to improve the facilities of the school district. Prior to my coming to Olney, a bond issue had been passed which provided many units of newly constructed classrooms and auditoriums for the elementary schools. A referendum to establish the maximum tax rate of 14¢ educational, 10¢ building for a total of 25¢ to establish the community college was voted by a majority of 4½ to 1. The community overwhelmingly passed another bond issue to construct a $600,000 classitorium and educational classroom which would provide additional space to a relatively new unit high school building. In addition, I had the pleasure of observing the quiet but deep satisfaction expressed by members of the board of education, school officials, and members of the citizens committee, when in a board meeting and as budget projections were made for the remainder of the school year, it was disclosed that the school would finish "in the black."

As I reflect on all of these activities and accomplishments within a period of less than ten years by a school district with an assessed valuation of less than $50,000,000 one must acknowledge that there are many ingredients conducive to this successful school effort.

I used to discuss this matter with Mr. Purdy as we drove to educational meetings over the State. He estimated that during this ten year period more than 475 citizens had participated in some type of citizens committee. I am firmly convinced that this avenue of information and communication attained by the wise use of board of education approved citizens committee is one of the great factors in the success of this unit district.

During my first year at Olney, I attended a meeting of the Illinois Citizens Education Council with Mr. Purdy, where I was invited to make a comment. I made the observation at that time that I thought one of the best "fire insurance policies" that a school superintendent or board of education could acquire would be a well defined citizens committee. It was also my opinion

that one should not wait for the need to arise before developing a citizens committee, and that sooner or later, probably within a ten year period, any educational leader or educational institution would have need to rely on this valuable citizen aide.

School administrators have, in the main, accepted the philosophy of citizens committees for technical programs. In fact, the role of an advisory committee is often required. A general practice also exists whereby superintendents or college presidents, especially in metropolitan areas, appoint a citizens committee to tackle a selected defined problem and to make recommendations. One has only to read Education USA to see examples of the number and kinds of citizens committees which are appointed. A recent issue listed a metropolitan city who has appointed a citizens committee on equal educational opportunities, a citizens committee to study segregation problems, a citizens committee to study the curriculum for deprived students. The role of the citizens committee to which I refer is a general one and is not related to any immediate problem.

A school executive and members of the board of education frequently are so involved in the budget, bids for construction, purchasing buses and the other details of school administration that little time remains to discuss the philosophical role of the institution, the curriculum and its major educational needs and goals. However, these important matters can be discussed with little time restriction through the use of citizens committees and related subcommittees.

In Olney, the citizens committee had been working for a long period of time on the problem of developing a community college. Shortly after my arrival, I was delegated by Mr. Purdy to meet with the members of the citizens committee. We met often and discussed many areas related to the establishment of the college. When the college opened, the citizens committee held an open house and reception for the people of the district. I can assure you that the male members of the committee appreciated more than you will ever know the presence of two women on the committee when it came to discussing the details for the reception. I can only briefly describe how this reception was recognized. We had a formal receiving line. The members of the citizens committee stood side by side with the superintendent of schools, the dean of the college, and members of the board of education. Facilities could not accommodate the crowds. Members of the citizens committee obtained donations, flowers, refreshments, and large green plants for decorative purposes. This was truly a citizens' effort. It was estimated that this small agricultural community probably had an attendance three times the number of people that would usually be considered maximum capacity for the building and occasion.

The citizens committee also assisted in the dedication of the college, and once again they conducted a reception for visiting dignitaries and school representatives. The results of these

efforts in bringing the college image to that community is difficult to describe.

I have known educational institutions who had to work with a citizens committee under undesirable circumstances. There are instances when a citizens committee develops as a group in opposition to policy of the board of education. These situations are regrettable.

Something also must be said in the case study of Olney that during my experience in the community I never knew the board of education to conduct a secret executive session except for the following purposes:

1. To employ and establish the salary of the superintendent of the district, the dean of the college and the principal of the high school.

2. To give preliminary discussions to the purchase of property.

One must compliment the members of the board of education who conduct their school business in such a way that they invite the observation and counsel of the citizens at all times. This board of education followed to the letter the recommendations of the Illinois Citizens Education Council in that the citizens committee recommended candidates and the board of education formally extended the invitation. No effort was made to "pad" the citizens committee; every effort was made to see that all interests both business, personal and religious were represented. No one was excluded because he or she might be controversial.

Should the situation ever present itself where I am the senior school executive officer, I would make one of my first orders of business that of establishing a citizens committee along the guidelines mentioned in the panphlets of the Illinois Citizens Education Council. It is my belief that an area community college composed of several communities and school districts could profit immensely through the use of the citizens committee technique in establishing avenues of communication, establishing harmonious relationship between communities, and always bringing to the board of education and the administrative staff a grass roots connection with the pulse of the people in the area which the institution serves.

This is a story that is difficult to tell to other administrators in a convincing manner. I am sure that the guidelines established by the Illinois Citizens Education Council and the acceptance of these guidelines by many institutions throughout the state places Illinois far ahead of other states.

PROBLEMS OF A CITIZEN'S COMMITTEE

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Millikin University
Chairman, Decatur Citizens Consulting Committee

It would seem to follow accepted form were I to begin my remarks by observing that the past two years have been a challenging and rewarding experience as, with others, I have been a part of the charter group known as the Citizens Consulting Committee. Form be damned! It has been one of the most frustrating, exasperating, and time-consuming activities in which I have ever engaged. In the same breath, however, it must be pointed out that I did not say "useless," "nonproductive," "meaningless" or "uninteresting." On the contrary, this has been one of the most important activities in which a citizen interested in his schools can engage.

With these things in mind, I can understand why the topic assigned to me was "Problems of a Citizens Committee," although it has a negative connotation. This makes it more simple, however, than the usual topic given by other academicians who would probably have assigned the title "Stumbling Stones on the Pathway to Ultimate Success in an Experiment of Interaction Between Public-Spirited Citizens, School Boards, Certificated and Non-certificated Staff, the General Public and the Commuting Consultant." At least the emphasis would be positive in the final analysis--and I want to emphasize that although what I will say this afternoon will be largely negative, I do have a firm conviction that a meaningful and dynamic citizens consulting committee can evolve from the shaky beginnings we have experienced over these past two years.

In assessing the motivation of a Board of Education in organizing a committee we must accept two realities that enter into the board member's deliberation--usually individually, personally and silently: (1) Such a group is somewhat akin to motherhood: its basic raison d'etre is beyond question and (2) to publicly deny the formation of such a group is tantamount to asking for a recall election to find out what kind of activity the board is fearful of having exposed!

Thus it was in our situation that the board, facing these realities, decided in a very condescending manner to create this child of questionable ancestory lest they be forced to suffer the consequences of not creating it. In other words, there was no real conviction on the part of the board, as individuals if not as a group, that such a committee could take a meaningful role--or, indeed, that they should. There must surely have been some comfort, however, in their knowledge that they had invited and then provided the avenue for a grass roots level involvement of citizens. Lesson one: If the board of education is not completely

committed to the citizens committee as a positive force in the overall consideration of the concerns of the schools, the child is indeed fatherless and doomed to the abuses and pitfalls that are implicit in that situation.

Assuming the decision of the board, for whatever reasons, to organize a citizens committee, there is the implied necessity of selecting numbers. The intermediate step is, of course, the selection of the selection committee to make the selections. This aspect I will not dwell upon because I have little first hand knowledge of this particular process. However, I should point out that in Decatur, the selection committee brought together many of the most prominent and respected leaders of the community. They undertook their task with verve and guided by materials provided them, recruited the 21 individuals who were to comprise our initial committee.

The selection committee attempted--with considerable success --to bring together 21 individuals representative of the community in many ways: geographical distribution, sex, ethnic origins, religious groups, public-school oriented, parochial-school oriented, parents, nonparents, labor, management, the middle-aged and those of us who will probably always think we are young. This was a group with but only one thing in common: a sincere interest in the welfare of the children of this community. This was a big plus. However, it was this unbelievable conglomeration of humanity that presented the first major problem to come before the committee: We did not know how to talk to each other. The Dean of the University--speaking in his native tongue--academese --was not understood by Mrs. Jones speaking in her native tongue --housewifese. And thus it was on down the line. We had considerable difficulty in simply getting to know each other. Cautious in our approach, we jousted verbally for six months in an effort to determine how or even if we could talk to each other: But even this complication would not have been so severe if there had been some clear concept of the role the committee was to play and if there had been some clear direction to assist these people in fitting into that role.

Lesson two: Too much attention is paid to getting that mythical cross-section of the community. It is probably not as meaningful as one might, in theory, think.

Lesson three: The time for employing a consultant to the committee is when the selection committee is formed. The consultant could be invaluable in the early establishment of well-defined goals, procedures and relationships. For six months we shared our ignorance in terms which not even we could understand.

I would not attempt to philosophize on the proposition that humans are naturally suspicious. I would only observe that suspicion permeated our group from its first meeting. We wondered if the board wanted a rubber stamp, and we quickly determined not to be one. We wondered if we could talk freely in the presence of the press, the superintendent or members of the board, and in

this attitude excluded them. But, at the same time, the superintendent was determined that he would not try to manage us. The board was held to a dogged determination that they would not direct our activity lest they be accused of dictating to the committee. May I add here that both were eminently successful. The board would not even talk to us in any sort of a constructive way that would guide our deliberations or our actions. The board fostered and we helped to nurture the idea that they and the committee were natural enemies.

Lesson four: The success of the committee must necessarily hinge on a mutual respect for the integrity of the individuals who comprise the board, the administration and the citizens committee. We are just now, after two years, arriving at this point. A year ago we reinstated that portion of our constitution which provided for nonvoting representatives of the certificated staff, noncertificated staff, superintendent's office and the board of education. A consultant, knowledgeable and experienced, could have saved us this pitfall.

If I leave the impression that most of the problems which we have encountered can be attributed to the board of education or that I tend to be critical of that group to the extreme, you are getting the correct impression. The board simply has not been willing to use the citizens committee, although there have been situations in the last two years which were tailor-made for a citizens committee. I will cite just one: When new schools were to be built, the matter of naming schools occupied time that was disproportionate to the importance of the selection. How well it would have been had the board asked our committee to recommend the criteria for selection of names, if not the entire process for selection. Instead, the board forged ahead, selected names, alienated a goodly portion of their public and wound up in the embarrassing position of naming a school for a major national public servant, notifying him and then rescinding the action. If nothing else, it would seem to me that a sense of self-preservation would impel the board to use the committee even as a scapegoat.

Lesson five: The board of education needs the coordinate guidance of the consultant who serves the committee.

Just a brief mention should be made of the lack of community status afforded the committee or its members. Most members are not seeking recognition, but the blow to their pride when people say "What's the citizens consulting committee?" makes them feel that, in reality, they are every bit as insignificant as they have been led to believe the school board feels they are.

Lesson six: Elementary to you, I am sure, is the fact that individual members of the committee must be suitably recognized--whether they admit to wanting recognition or not. Failure to do this, as in our case, will lead to greater than average attrition.

Throughout my observations I have made reference to the role of the consultant. We were over a year late in seeking a

consultant. The fine relationship of our committee and our consultant has helped immensely in the past year to guide our committee toward a meaningful and well-defined path. I hope that our committee will see the wisdom of continuing with a consultant.

Finally, I observe the obvious: It is not sufficient to criticize without offering constructive remedies to problems. In many of the problems I have outlined, the remedy is implied. In other instances and in more detail, the solutions would be the topic for still another whole presentation. In fund raising we have what we call the Law of the Pickle which states "You cannot make a good pickle by squirting vinegar on a cucumber. It has to soak a while." Perhaps this has application in the citizens consulting committee. We have been soaking. We only hope we do not drown. You, the consultants, are the experts--the positive thinkers in this business. I am confident that, given the opportunity, you will assist other committees to the early success that will make our floundering look like the exception rather than the rule.

FACULTY-CITIZEN PARTICIPATION IN SCHOOL SURVEYS:

Dr. Ralph A. Belnap

Professor of Education
Northern Illinois University

It has been gratifying to see that an increasing number of school boards and administrators have been interested in long-range planning and that such planning has been sound, reasonable, and productive--for the most part. And, as school districts have become involved in planning of this nature, of necessity citizens of the community and faculty members in the system have been thrown together in a joint enterprise--the business of planning and providing for the education of its primary resource, the children. But, the problem of degree always enters into the situation, and planners always ask, "How active should the school staff be in this project?" And, it isn't an easy question to answer. Let me illustrate with two examples.

In one Chicagoland school district teachers were involved to a considerable degree in the planning for a new building and were even given postcards (printed postcards) to address to parents of their pupils; even though successful in the campaign, the animosity which developed within the teachers by being instructed to participate may perhaps never completely be erased. Was the district wise in using its staff? Or, should we say, was the staff used in the proper manner? In another district, not far from that one geographically, the same type of activity was pursued with a little different feeling generated within the staff. Then, we can turn to several examples wherein the staff was used only to a limited degree; two examples come to mind wherein two school referenda were defeated in districts--solely because of the apathy of the teaching staff. And, we could note other situations of a similar nature if we wished to provide further documentation, but this is not our purpose. Let me point out that faculty members usually are not involved in promotional endeavors and are quite often not included in educational planning.

During the past five years, our staff has been involved in over thirty studies, and nearly all of these have seen the involvement of citizen committees. The explanation will deal only with studies that have included citizen groups, and only a few of these projects will be described. But, I believe they show a pattern and provide some guidelines for evaluation. Let me briefly note a few features of these community planning studies.

1. Galva. Sixty-five citizens participated in this study, and most of them attended every meeting. This was one of the most consistent groups, so far as consistency is concerned, that we have worked with. As I recall, only one or two teachers worked on this committee, but an attempt was made to include the faculty through individual visits with staff members and through a general

faculty meeting that was held quite early in the project. However, the general meeting provided little response as staff members knew very little about the project and it ended up being an informative session only. This was good in that the staff became informed about the project, but they did not become contributors and partners in the project. At the conclusion of the study, the newspapers printed, in serial form, the entire report and several other releases led to the achievement of many of the recommendations contained in the final report of the committee even though a referendum was ultimately defeated. Whether the outcomes would have been different if the staff had been involved to a greater extent is a question that is difficult to answer.

2. Stonebrook School (near Lansing). Twenty citizens were involved in an evaluation of the educational program, facilities, finances, and needs in a community with only one thousand adult residents. Surprisingly enough, voting on a referendum which came about as a result of the study showed almost 60% of the citizenry going to the polls whereas only a handful had voted in previous school elections. The superintendent was involved as the study progressed, but the rest of the school staff had little affiliation with the project. A general meeting to acquaint residents of the area with the findings of the study was very well attended, and the faculty kept abreast of developments through local publicity and news coverage. No attempt was made by us to involve the school staff, and this probably was a mistake.

3. Dakota. This community has a permanent, 15-member citizen committee and when it became necessary to begin a study of the district as a whole it was simply a matter of adding another thirty members to the committee. Though not members of the study committee, staff members supplied data and kept close to the project through internal media. A staff dinner at the beginning of school the following year--a dinner which included all teachers within the district, custodians, secretaries, nurse, bus drivers, and administrators--the survey report was used as a springboard for future planning; this, and subsequent involvement of the school community, led to the building of a new school, the remodelling of another, and the closing of four or five small, unsuitable structures. I have the impression that the school community was quite active near the end of this project.

4. Johnsburg. Forty citizens participated a few years ago in this study of school needs. Some board members and some staff members were included in the group. A splendid follow-up program was conducted in an attempt to inform residents of the area of the problems of the district and the remedies suggested by the survey group.

5. Norridge-Harwood Heights. A small, select committee of twelve members studied the needs of Ridgewood High School and after the findings of the study committee were released a 100-member committee was established to sell the program to the residents of the district. Faculty were involved only to a limited degree--at least, openly --as this project unfolded. The project was a complete success, incidentally.

6. Waukegan. One of the finest and best-planned projects that have been conducted was done by the high school district in Waukegan. A powerful, well-selected group of 17 citizens conducted the study, but the voting that stemmed from the conclusions was unsuccessful. In this venture, the school administration became involved throughout the study even though original plans left them out of the project completely. Staff members were kept informed of the developments through bulletins and news coverage, but otherwise they were not part of the program. This was a project which was handled in the proper manner in every respect and one which followed the old adage, "Tell people what they need and let them decide in an intelligent manner what is best for their community." It may indicate that we can no longer follow this line of reasoning and must adopt the tactics used by most metropolitan districts--that of organizing and promoting along political lines for school issues.

7. Bureau County. A recent study of northeast Bureau county involved fifty citizens and several staff members. This was a reorganization study of the area with the study involving five school districts. While it is too early for the results of the study to be known, it can be said that the involvement of communities in ventures of this kind is healthy and productive even if all of the suggestions are not followed. Whether the staff was involved as much as it should have been, is a question I can't answer at this time.

8. Argo, Villa Park, and Elmwood Park. These were studies in which citizens were not involved on an organized basis, but the faculties were pulled in to a considerable degree. It could well be that involvement of this type could be effected with a project using citizen groups. Let me explain a few of the technics used in these communities. Individual staff members were interviewed, general faculty meetings were held in two of the school systems, faculty meetings on a local school level were held, meetings of principals and individual conferences with principals resulted, and sessions were held with representatives of parochial schools in the areas. Numerous meetings with the Board, with school staffs, with selected residents led to an extensive involvement of these groups as the projects progressed. Again, these are recent projects and it is too soon to determine

the effectiveness of the procedures followed; but I am convinced that the procedures that were followed are good and that the results will indicate that the involvement of staff was a proper technique.

9. Rockford Area. Twenty-four school districts with 100 persons serving on a steering committee and a consultant staff conducting a study, were recently involved in the largest reorganizational attempt in school history. The survey staff visited schools and talked with school personnel, monthly progress reports were given to the group, newspaper and television and radio coverage was good, and some involvement occurred within the schools themselves. It is difficult to see how communities in an area as large as Rockford can be involved in "grass roots" activity, but it is perhaps as important there as it is in smaller communities. Even though the study led to emergency legislation that will be of assistance to school districts in Illinois for years to come, the project was defeated when it reached the referendum stage. However, the pattern has been set, the issues have been defined, and progress has continued along the lines set forth but in a different manner than that prescribed by the study. It might be noted that, had the plan been adopted, suggestions were contained in the report for the establishment of advisory committees of teachers, former board members, community officers, and other school officials in three clearly-defined groups. Nowhere, to my knowledge, is there such a plan in action.

10. Five community junior college studies have yielded satisfying results and have shown the value of effective citizen-faculty participation. As four of these projects were designed to establish colleges in new areas--areas that did not possess a junior college--these will be discussed together. In McHenry County, forty residents participated in a comprehensive study, and school personnel were kept informed even though only the superintendents were actually a part of the study group (and not all superintendents were present on a continuing basis). It may be that there was not enough joint involvement and, while it is known that not enough individuals knew what the project entailed prior to the referendum, it is quite definite that neither the citizenry or the faculties of the participating districts were able to engender the necessary support. Even then, knowing that more support was needed from both groups, I am convinced that the more recent results that have included the Master Plan in Illinois, the passage of considerable legislation for junior colleges, and the impact of education at the college level have been necessary developments to assure favorable action in the areas of the State. In Boone and Winnebago counties, in Kane and Kendall counties, and in Stephenson, Ogle, Carroll, and Jo Daviess counties, successful college

projects have been completed with a great deal of citizen involvement. The citizens committees have numbered approximately 65 in the Rock Valley College project, over 300 persons in the Kane-Kendall project, and 150 in the Freeport area study. Another project that has effectively used local faculties and citizens is the Kishwaukee College project.

11. Four County Northwest Illinois Community College. This is the one community college project in northern Illinois that has moved from a local district college to a comprehensive Class I institution as a result of a complete, well defined and well planned, community project. I believe it epitomizes the ideal project in every respect. The project included these features:

    a. The study committee was comprised of representatives from all geographical sectors of the college community, and 150 citizens were engaged in the project.

    b. The college faculty became engaged in the program quite early and, through meetings with consultants and groups in the several communities, the need and potential of the college was demonstrated. And, the dean of the college served in a liaison capacity.

    c. Effective publicity and public relations was noted as all groups were brought together through the employment of a public-relations worker, a meeting with newspaper and radio owners, a planned program of speaking engagements, the establishment of a foundation, and the actual achievement of discussion on the local level.

    d. College students were also included in the activities dealing with the project, so this became a project in which there was a joint citizen-faculty-student effort.

    e. Advisory committees from industry were formed to work with the college on future planning.

12. Rock Falls. A final comment involving faculty and citizen participation. Northern Illinois University is currently involved in a study of an entire community--one that involves the joint effort and sponsorship of the city, the county, the township, the Chamber of Commerce, the library, the park district, and the school. Faculty and citizen involvement will be incidental as the survey is being made solely by the survey team, but many individuals within the community are being questioned and are becoming involved in the project. The encouraging thing about this project is that, finally, community agencies are realizing that every agency in

the community should be a part of a master plan for the improvement of the community. Far too long have we waited for this kind of activity to become a commonplace aspect of community operation. We are hoping that this study will establish a pattern for sound community planning, and it looks like it will do just that. I would recommend this type of program for every community's consideration; it has all of the features of citizen participation built in and will, I believe, provide for the involvement we are suggesting.

These are merely a few examples of complete involvement--that which is necessary if all elements within a community are to be informed of the problems and issues facing the community and its agencies. I have long been an advocate of extensive community involvement and good public-relations programs. I have said many times that all that is needed to "sell" any program to the public is an adequate understanding of the problem and the implications related thereto. But, I continue to see school districts, cities, counties, special improvement districts, and political parties instituting, in addition to the information aspect, all gimmicks and methods which seem to go along with successful action. Perhaps we must face the facts of life; perhaps I am still too naive, and continue to use the methods used in the past to obtain the results. We are in a changing society, a new world, and the challenges of the future will demand the best thinking and the best educational practices that we are able to provide. Use the best manpower resources that your community can provide, invoke all of the tools and aids that are needed to do the job at hand, draw on the best of the past and the promising development of the future, use all of the assistance that is available to you in the form of agencies, groups, consultants, and other educational institutions; but, remember that the product that will develop will be yours to nurture and foster. As board members and administrators you cannot escape your responsibilities, you cannot shift your responsibilities, you cannot evade the important issues that lie ahead; and you should not want to. The real purpose behind our entire discussion is the establishment and improvement of educational programs. John Gardner has stated it so aptly when he said, "Until our philosophers and plumbers are both committed to excellence, neither our pipes nor our theories will hold water."

APPENDIX

APPENDIX

GUIDELINES FOR THE ORGANIZATION AND OPERATION

OF LOCAL CITIZEN ADVISORY COMMITTEES

AS DEVELOPED IN STATEWIDE CLINICS

Illinois Citizens Educational Council
Compiled by Dr. Merle R. Sumption

Public Policy Is Citizen-Made

1. The American system places the responsibility for public policy upon the citizens of the country. All voters may share, directly or indirectly, in public decisions.

2. Ours is a representative democracy. A citizen cannot be intelligent about and active in all public affairs. Those who represent citizens in dealing with particular public affairs, such as public education, must be competent, diligent, and adequately representative of the citizenry.

3. Our public schools should exemplify the best practices of the American type of democracy. By improving citizen participation in school affairs they educate citizens for participation in all public affairs.

Planning for the Committee

4. The most opportune time for the establishment of a citizens committee is at a time when there is no pressing problem in the community which may tend to split the community. This should not be interpreted to mean that this is the only time that such committees should be formed. Often it is necessary to form them in times of stress.

5. Ground rules for the operation of the citizens committee should be established prior to the time people are invited to serve on the committee. This should be done at the time the Board of Education authorizes its formation. The Board of Education, a consultant, the superintendent and chosen members of his staff, and other interested persons should help make these ground rules.

6. A school-sponsored citizens committee should be formed only after the board and the administrator of the school are in agreement that the committee would be a good thing for the school.

7. A school-sponsored committee should have a consultant early in its inception and development, and should have a consultant available at all times thereafter. The consultant should meet with the Board of Education before the

formation of a committee and should be at all meetings concerned with its formation. Many committees are doomed to failure by improper procedures during their formation.

8. Publicity about a citizens committee, in the formation stage, should be limited to the purposes of the committee and the relationship of the committee to the school board and school staff.

9. A citizens committee, to be most effective, should be established and maintained on a continuing basis.

Selecting the Committee

10. The Board of Education should name a selection committee with two functions: (1) to secure nominations from a large and representative part of the people of the district for membership in the citizens committee and (2) to screen these nominations and add others to produce a representative committee. The choice of the members of the selection committee is critically important. Those chosen for the selection committee should be reasonably representative of the various elements of a community.

11. A citizens committee should be representative of the whole community and should be made up of persons from all segments of the community.

12. Citizens committee members should be chosen as representatives of the community and not as representatives of any group or organization.

13. The members of citizens committees should be carefully selected from among those members of the community who are of high general ability and who are genuinely interested in the welfare of the community.

14. The names of members of a citizens committee should be published only after they have been contacted and have agreed to serve on the committee.

15. The number of members needed on the committee depends somewhat on the community but should not be fewer than 12 nor more than 20.

16. Citizen committee membership should not be of a permanent nature but should be on a rotating basis. A three-year term is probably best. One-third of the committee should be replaced with new members each year.

Organizing the Committee

17. A citizens committee should be free to choose its own officers.

18. The consultant should serve as temporary chairman until the committee is organized.

19. A regular schedule of meetings should be estal ished as early as possible. Interim meetings may be he.d if the work requires them. No less than one meeting should be held each month of the school year.

20. The board should provide a meeting place for the committee.

Operating the Committee

21. A citizens committee should be primarily a study group and secondarily a promotional group.

22. A citizens committee should concentrate its activities in the areas of policy development and communication not in administration or personnel management.

23. A good way to orient the citizens committee with the program of the school system is to start with a tour of the schools.

24. While a citizens committee should not be limited to the scope of problems it may study, it should undertake only one or two problems at any one time.

25. The school board should not dictate what the citizens committee may study, but should offer suggestions.

26. A citizens committee should, when possible, select for its first problem for study, one which it is possible to solve in a relatively short time.

27. A citizens committee, when it is starting, should avoid issues which are likely to "split" the community and should attack this type of problem only after it has become well established.

28. A consultant is responsible for seeing that the advisory committee maintains its proper relationship to the school board, the school staff, and the people of the community.

29. Resource persons, those who have a special competence in one or more areas, should be called on for help as needed.

30. The superintendent of schools is one of the most valuable resource persons available to the committee.

31. The citizens committee should fully utilize the services of the school staff as resource persons.

32. There should be close communication between the citizens committee and the Board of Education at all times. A

member of the Board of Education should often be invited to sit with the committee as a resource person and one annual joint meeting between the Board of Education and the citizens committee is recommended.

33. While working cooperatively with the Board of Education the citizens committee should arrive at its own decision and never be a "rubber stamp" for the board.

34. The committee should enlist the aid of citizens of the community by establishing temporary subcommittees as needed to work on specific phases of a problem.

35. All meetings of the citizens committee should be open to the public.

Reporting Committee Work

36. The committee should report its recommendations and suggestions to the board never to the public directly.

37. When the board appoints a citizens committee, it assumes an obligation to carefully consider the opinions of the committee, and while the board is not obligated to act *favorably on all committee recommendations*, it should be prepared to state specific reasons when it does not act favorably.

38. All publicity released by a citizens committee should be released through the same procedures as other school publicity.

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The author would like to express appreciation to Mrs. Rebecca Crocker and Mrs. Jan Vesta for assistance in typing the manuscript.

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